

NAPIER CITY COUNCIL.

Carlyle Corridor
Public Engagement.



... CBD, and we
... would like to know if
you think it is time we
made changes to it.

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survey by scanning this
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Say it Napier website.



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FOLKL

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- Route selection
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Background and Research Objectives.

Background

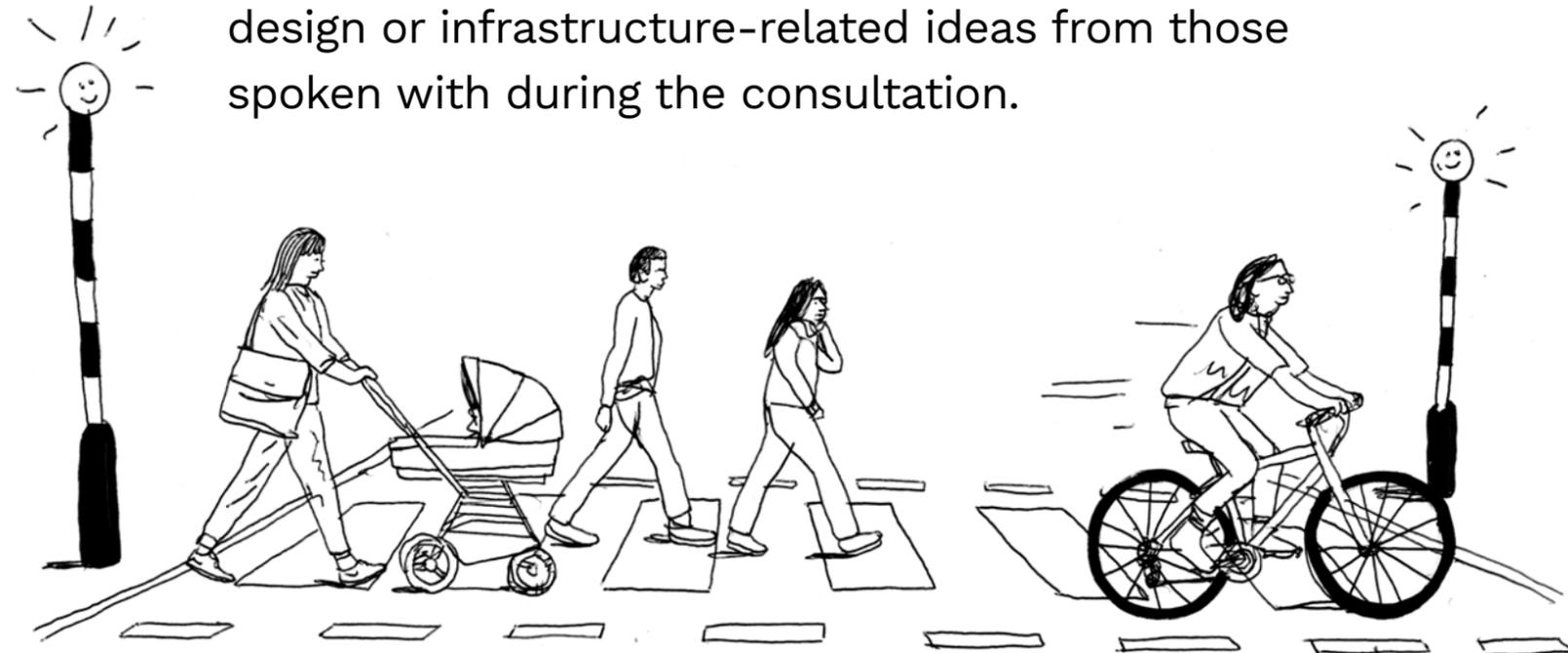
In 2018, Napier City Council investigated the traffic operation, safety, and access for all road users on Carlyle Street. This initial investigation highlighted access to and from properties and land use activities, visibility, parking restricting access, and safety concerns at access points and intersections. Whilst these key areas of concern have been identified, further public consultation is required to develop a more comprehensive understanding of the issues and any additional concerns of the public so that investment priorities can be identified along the corridor.

Research Objectives

The **primary objective** is to provide Napier City Council with a comprehensive understanding of the issues and concerns that stakeholders (public, local residents, businesses, cyclists) have while using the area.

This data will be fed into an upcoming safety review.

The **secondary objective** is to present any potential design or infrastructure-related ideas from those spoken with during the consultation.



Research Methods.

Considering the objectives of the research FOLKL developed a tailored methodology to understand public opinion at scale and with as much depth as possible, prioritising the voices and views of stakeholders.

Fieldwork was undertaken over a 10-week period beginning early July and ending in September 2021. All findings presented within this report are drawn from the research methods outlined below:



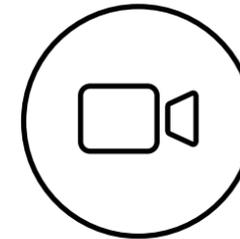
Interviews

46 one-on-one, face-to-face interviews were conducted in-situ with members of the public, local residents and businesses. Interviews were thematically analysed.



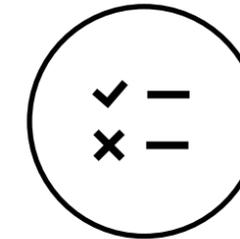
Participatory Action Research

FOLKL researchers walked through the area with local business owners and residents, and went on a ride-along with cyclists to directly experience, understand and identify key components of the Carlyle Street environment.



FOLKL Vision

Digital traffic data gathering took place on Sunday the 12th and Monday the 13th of September. A total of 72 hours, from three intersections was recorded. Analysis includes key intersection usage such as traffic volume data, and pedestrian and vehicle movement.



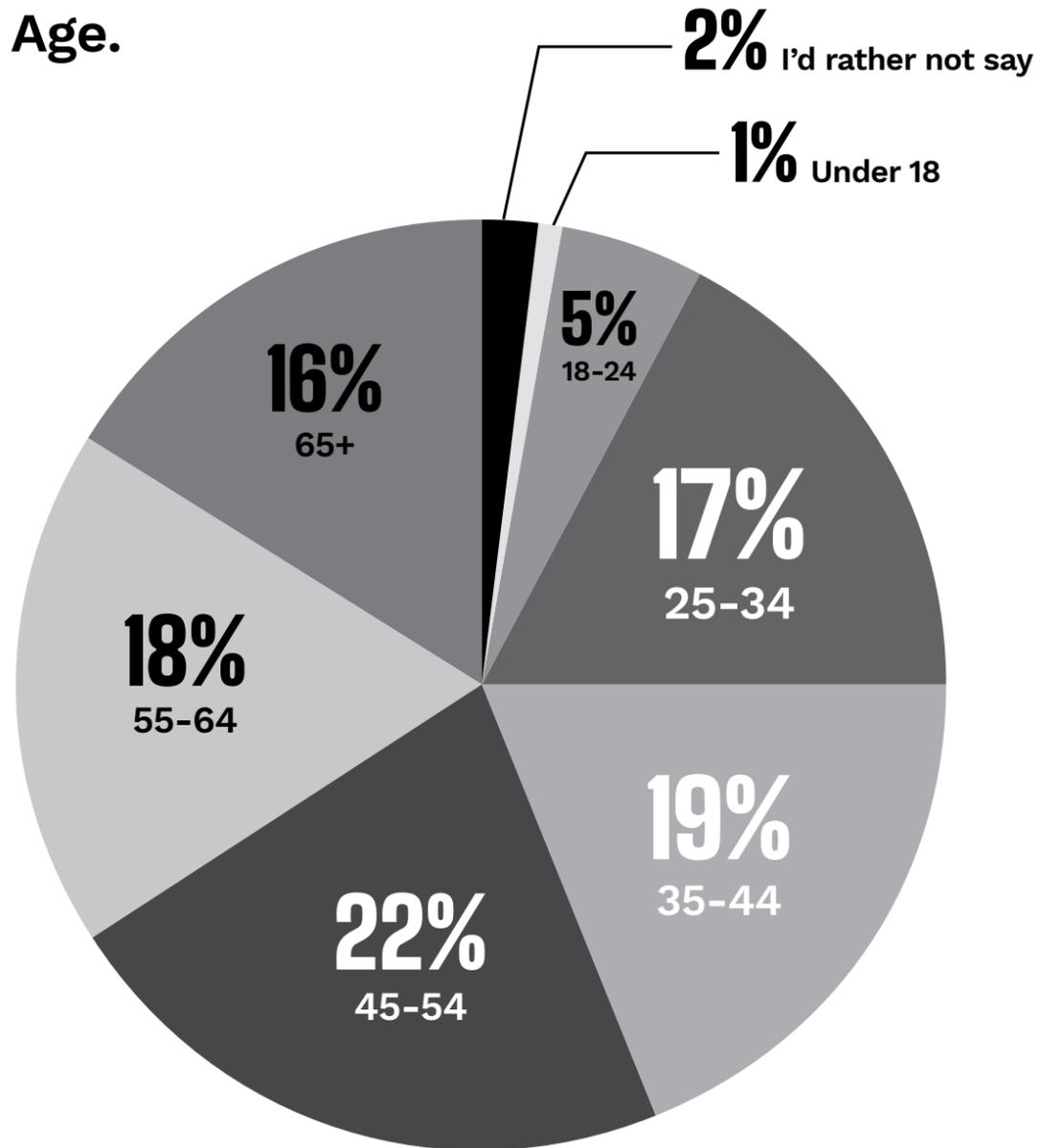
Survey

An online survey of the general public ran from the 18th of July to the 15th of August, and received 1,018 responses. The survey was housed on Say It Napier and could be accessed via QR code display signage on Carlyle Street.

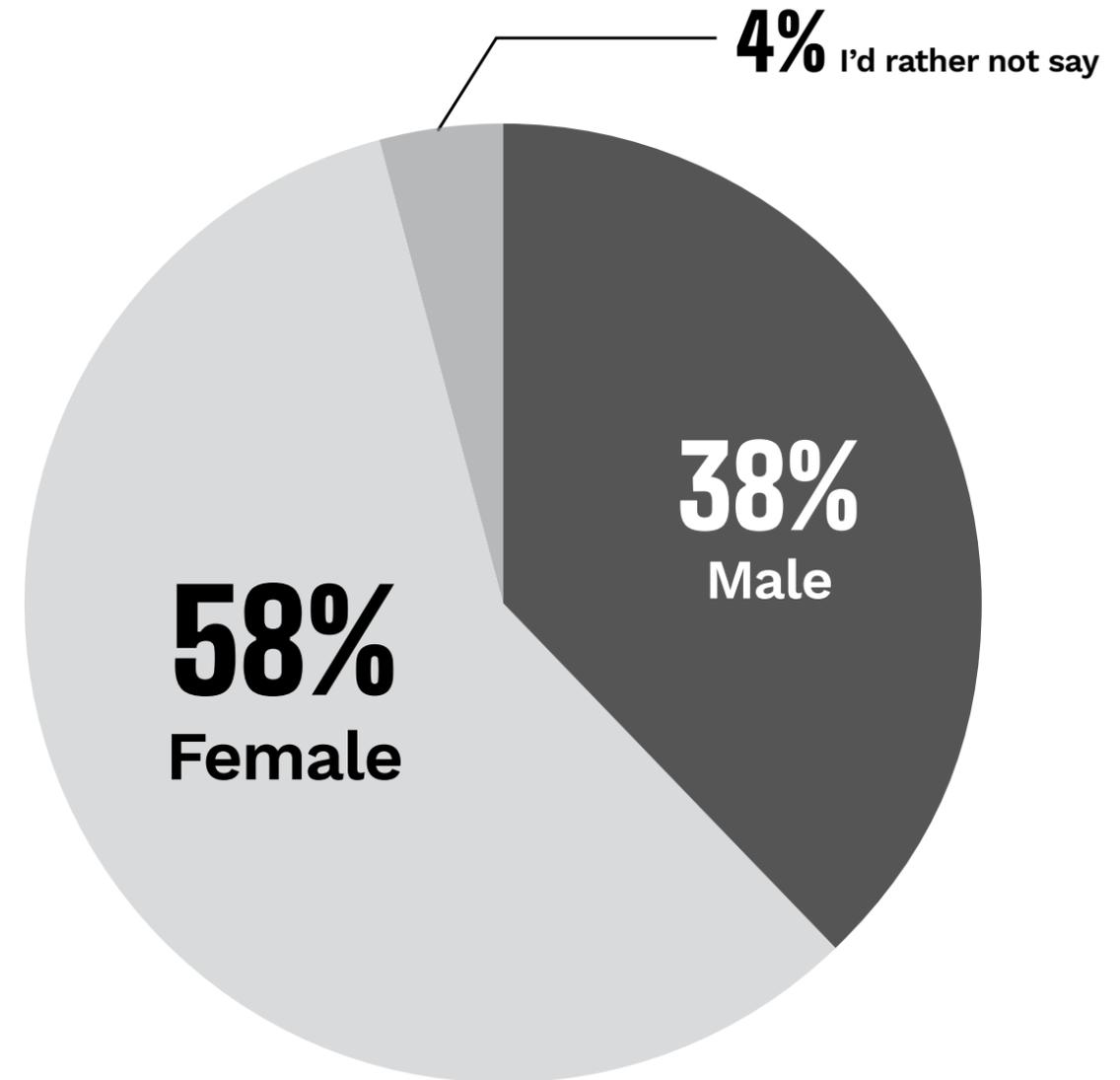
Participants provided informed consent for their involvement and all data was made anonymous prior to being analysed. All FOLKL research is conducted in accordance with the Research Association New Zealand Code of Practice.

Participant demographic.

Age.



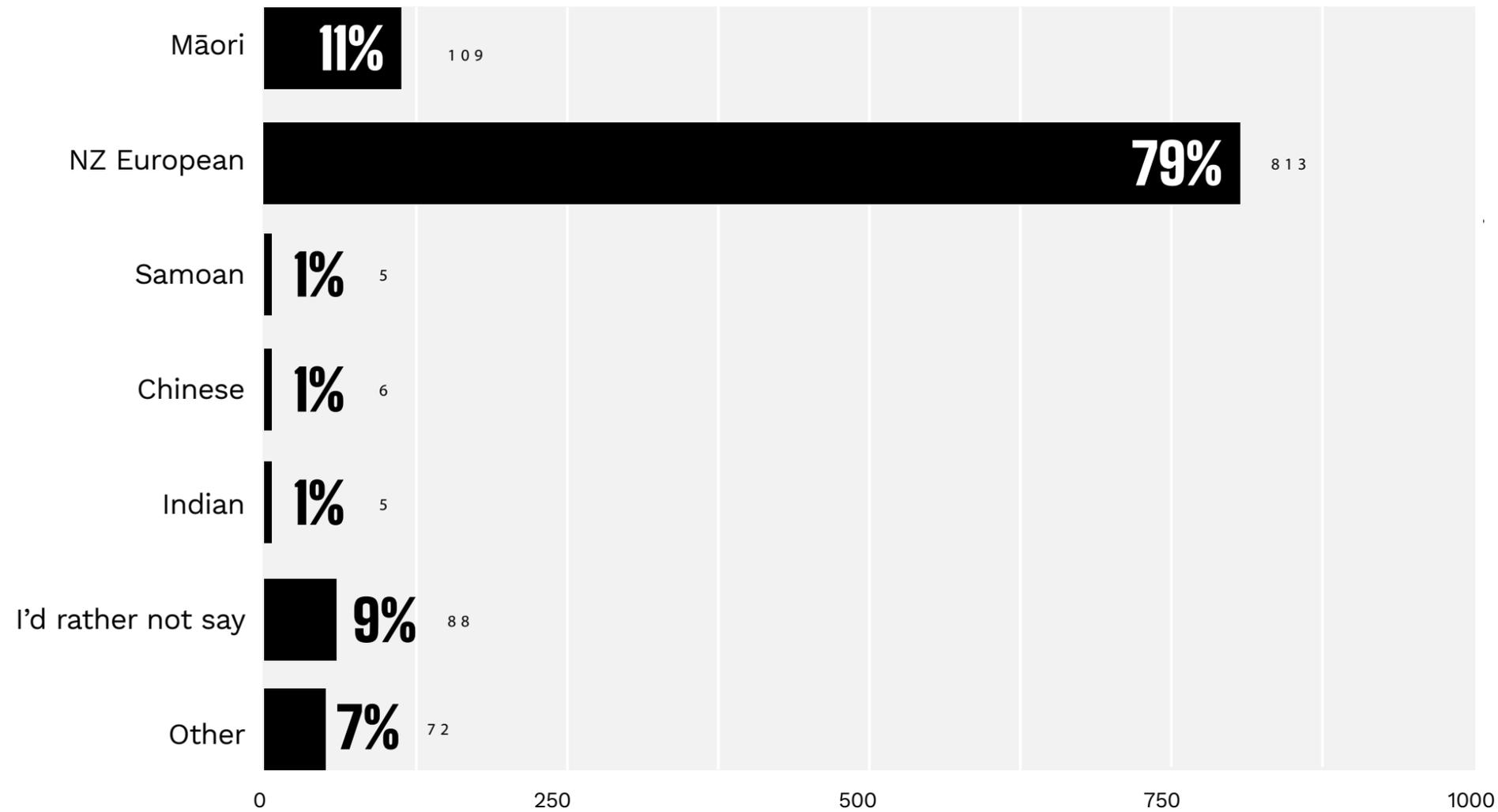
Gender.



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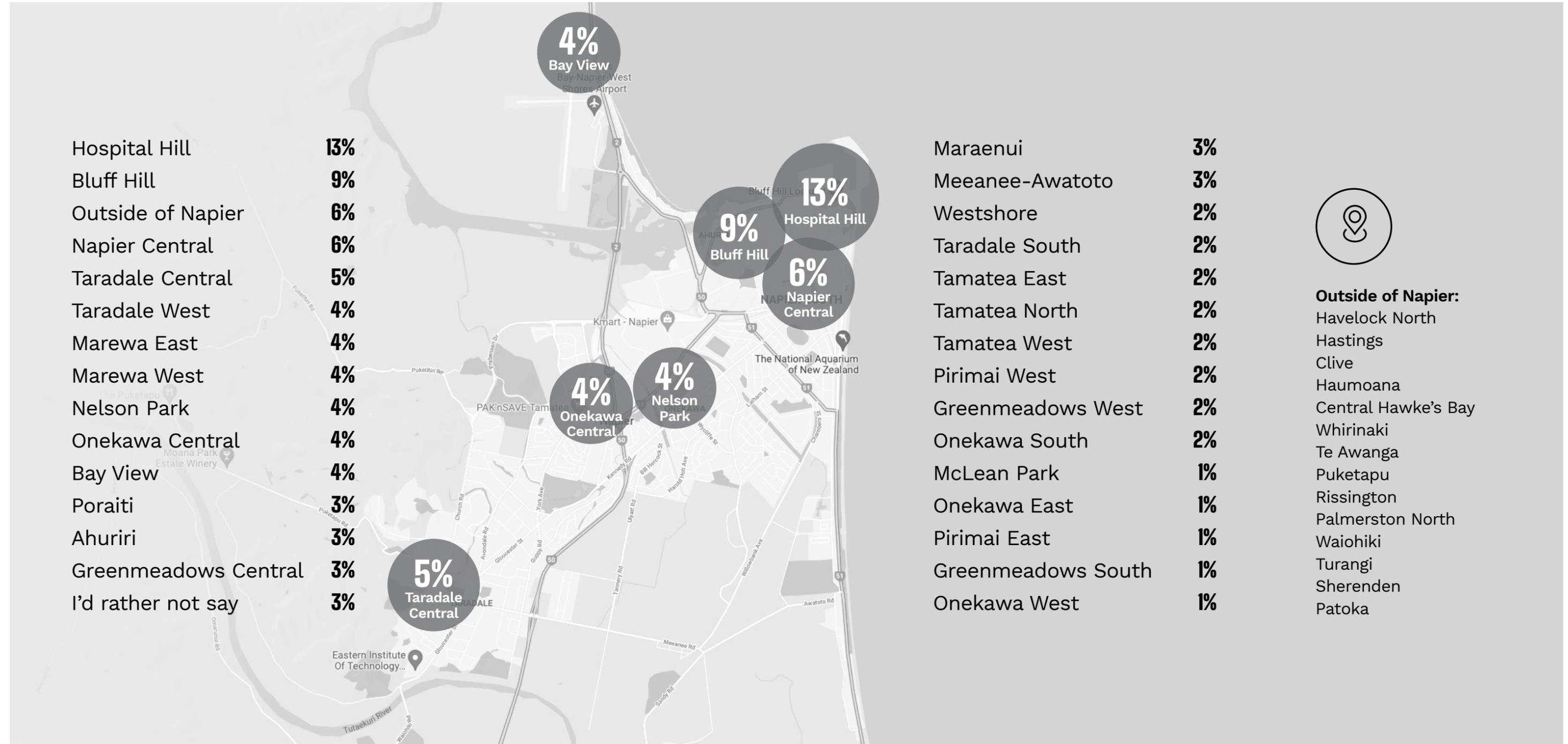
Participant demographic.

Ethnicity.



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Location of participant.



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KEY FINDINGS.



CARLYLE STREET USE.

This section covers:

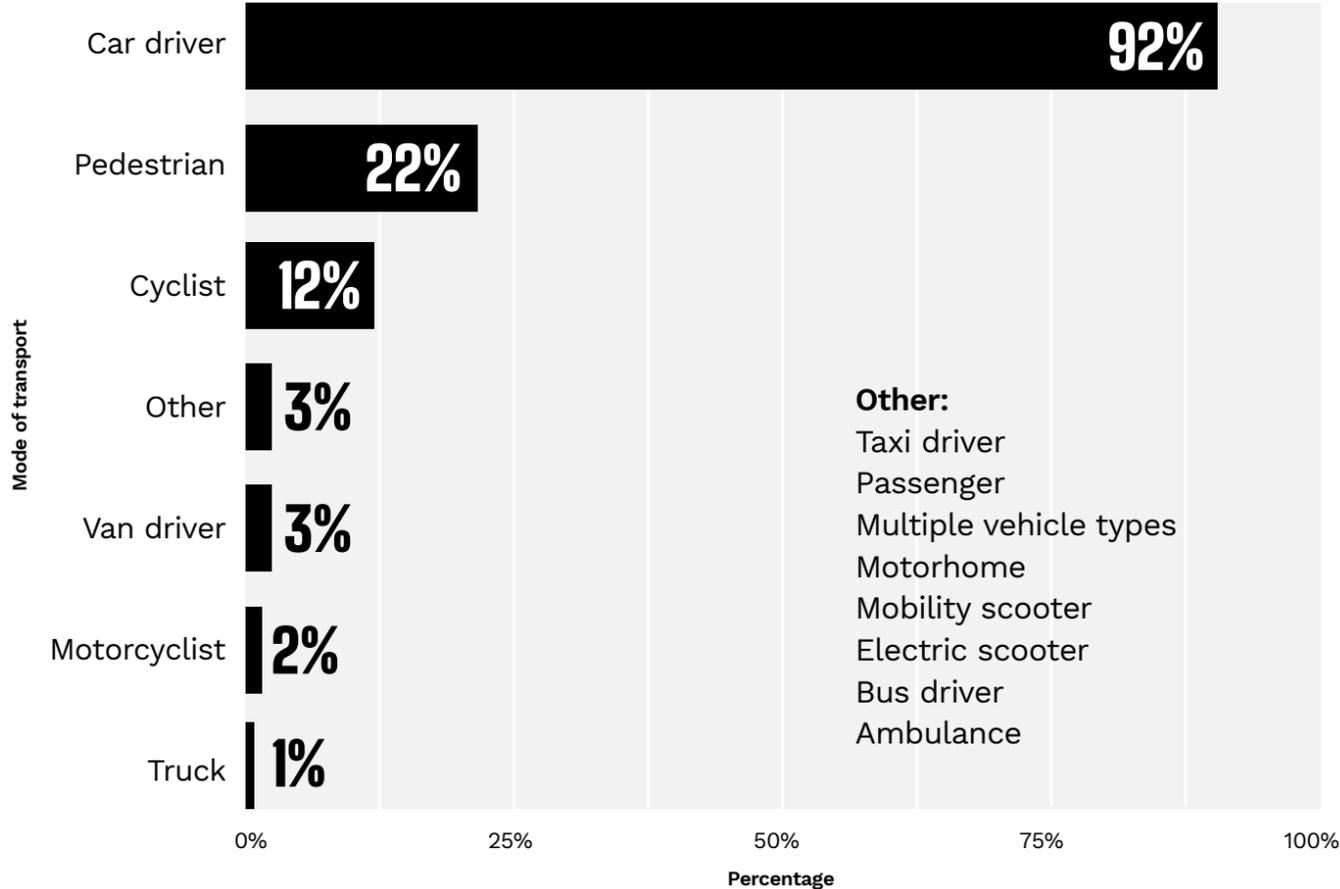
- Mode of transport
- Route selection
- FOLKL Vision & Strava Metro



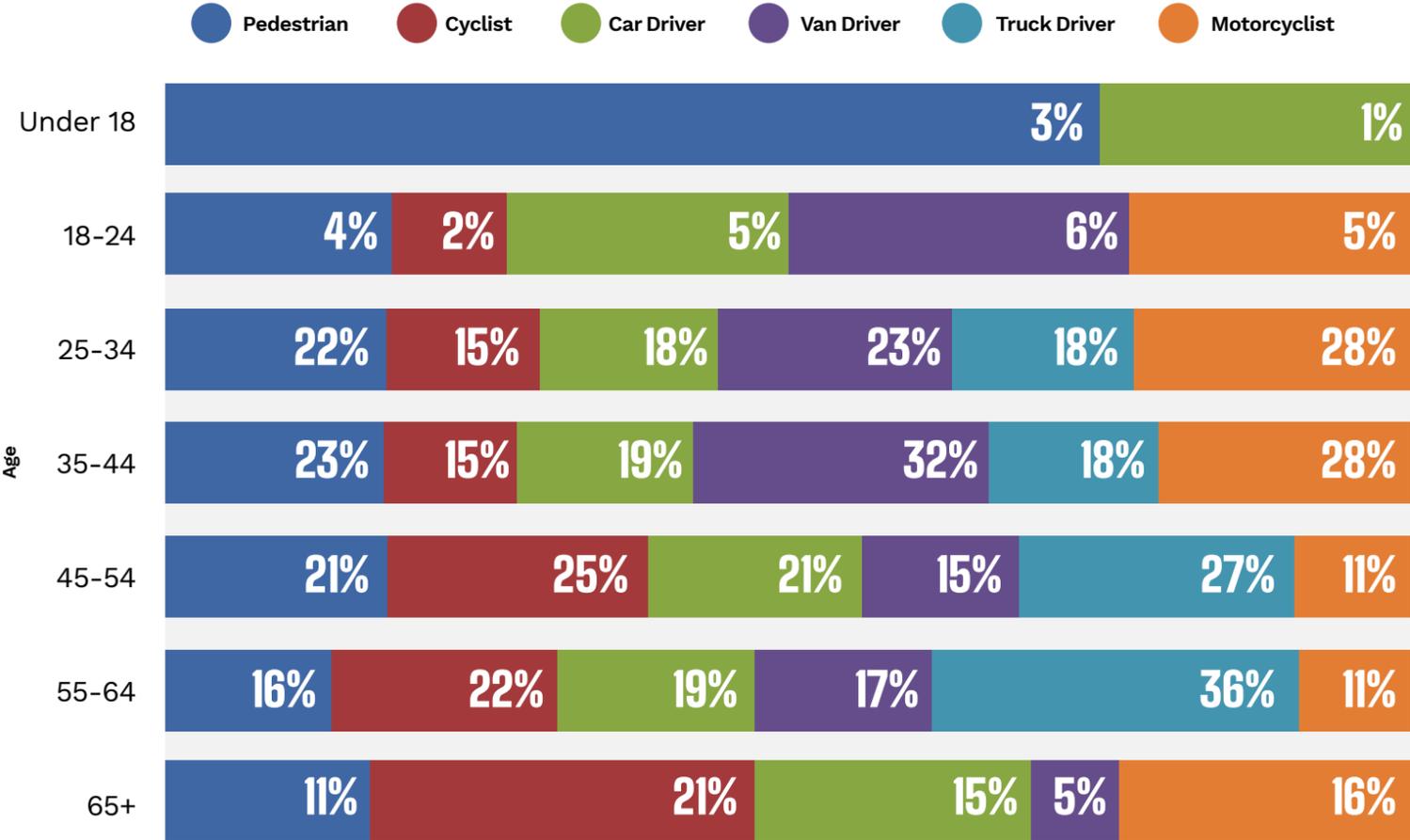
Driving a car is the most typical use of Carlyle Street, however 34% of participants are using active transportation.



Which of these best describes the way/s you typically use Carlyle Street?



Mode of transportation by age.



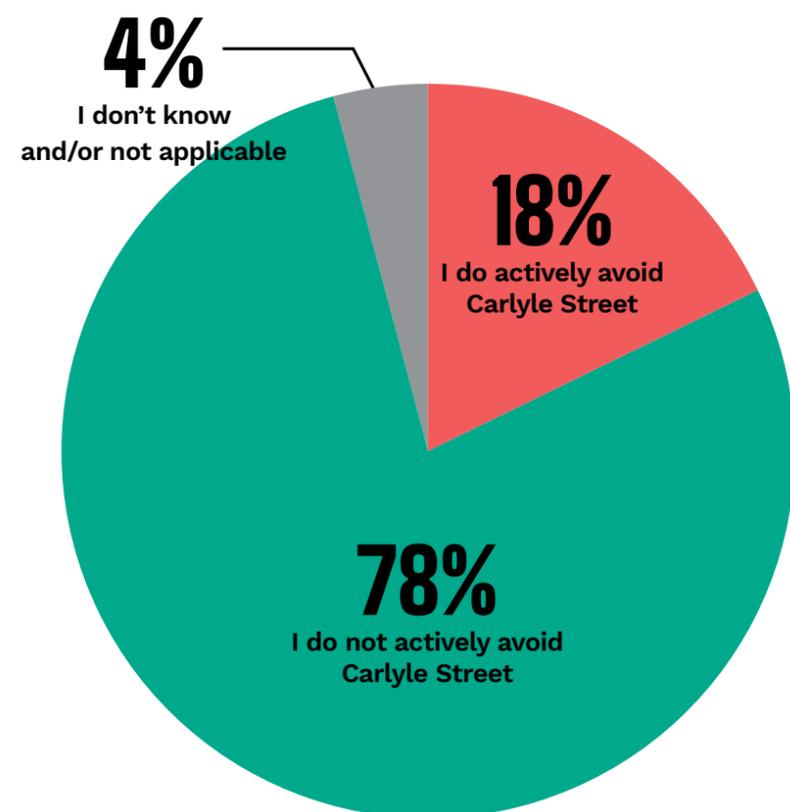
People aged 45-54 were most likely to cycle in the Carlyle Street area.

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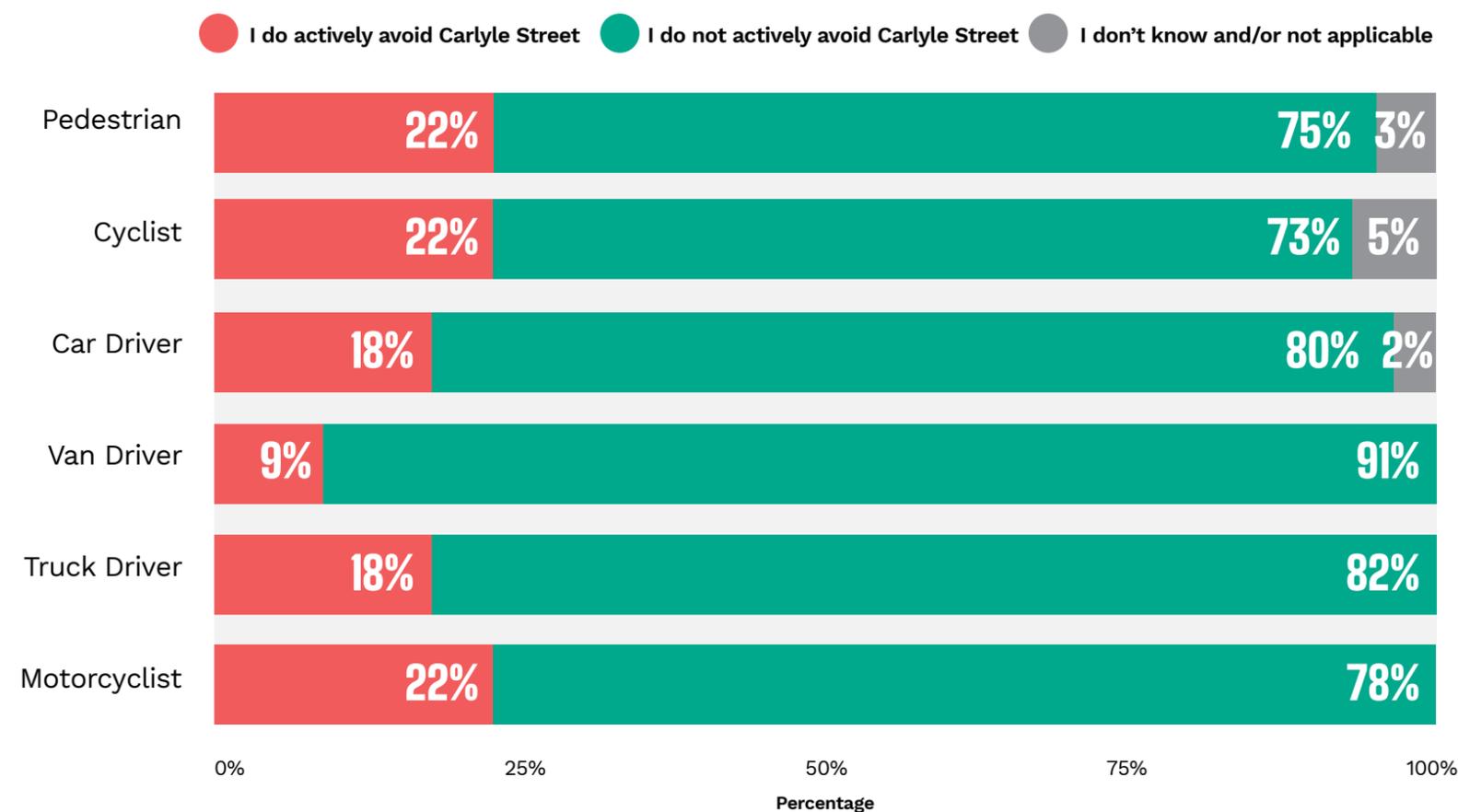
18% of users actively avoided Carlyle Street. Pedestrians, cyclists and motorcyclists were more likely to take an alternate route.

 When traveling in and around Napier City, do you or do you not actively avoid Carlyle Street?

Route avoidance by all modes of transport.



Route avoidance by mode of transport.



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Route selection.

Why.

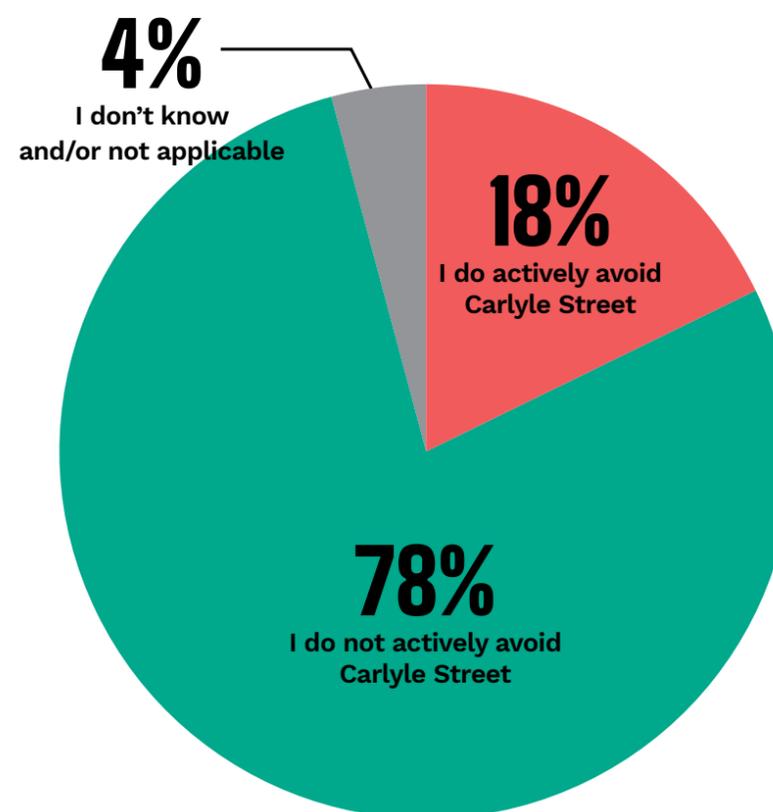


When traveling in and around Napier City, do you or do you not actively avoid Carlyle Street?

Do actively avoid (18%)

The main reasons given for avoiding Carlyle Street were that it was “too busy”, unpredictable and unsafe, with cars constantly pulling in and out of driveways. People frequently explained they would not actively avoid it while driving, but chose not to cycle down it (or understood why cyclists or pedestrians would avoid it). Other reasons included the rough footpaths, cars parking across driveways or paths, difficulty parking, and a lack of cycle lane.

There was a sense that you have to be strategic when using the street, for example, by entering using traffic lights, avoiding at peak times, and avoid the Faraday and Thackery Street intersections in peak times.



Do not actively avoid (78%)

Many people who selected this response lived or worked close by, uses it as a means to access the CBD, or travel between suburbs. It was often described as a direct and efficient route to the CBD and its busy nature was seen as an inevitability they were comfortable dealing with. Others said although parking and visibility was difficult, it was worth it to access the businesses and services on this street.



When traveling in and around Napier City, do you or do you not actively avoid Carlyle Street?

“There isn’t any nice reason to walk or cycle down Carlyle St unless there is somewhere I specifically need to go. Visually it isn’t pleasing, it’s awful to use. Often cars don’t stop at the one pedestrian crossing. I probably don’t avoid it so much if I’m in the car but it’s hard to concentrate because it is so hectic.”

“**Carlyle Street is an active direct route I need to take, work and play. My family bicycle this street every Sunday unless it is raining cats and dogs.**”

“**Carlyle Street does not feel unsafe. It requires good awareness when travelling on it but no more so than anywhere else in town.**”

“**I find the cars parked can impede my vision when trying to pull out into traffic, and this creates anxiety while driving. When trying to turn right off from the main road, because there is no median, I get apprehensive about traffic piling up behind me.**”

“I don’t feel safe trying to cross two lanes of traffic when that road can be busy, and full of speeding drivers (especially during peak times)”

“**Only avoid if I am cycling. Will ride around the port and waterfront to get to Napier**”

“**It’s the easiest access to supermarket and main access from Hospital Hill where my family live.**”

“**Massive pot plants leave less room on the road and unregistered dealer vehicles park on the road. Delivery drivers have nowhere to go so they park on middle of the road or footpath forcing pedestrians walk on to the road.**”

“I understand that people who drive, walk and cycle will have different opinions”

“**If I need to drive there I do, but my sister had an accident there recently (turning into Big Barrel).**”

“It’s a good direct route. Just need to be very aware. I would have concerns for children and elderly”

“**Like any driving experience you drive to the conditions which change on this road depending on the time of day.**”

Carlyle & Tennyson Streets.



Vehicles are more likely to be heading toward this intersection on Carlyle Street (36%) than away (26%).

Tennyson Street North carries the most traffic to and from this intersection.

The majority of vehicles arriving at the intersection from Carlyle Street turn left onto Tennyson Street (59%).

The majority of vehicles arriving at the intersection from Tennyson Street continue travelling straight on Tennyson Street.



Pedestrians are most likely to cross Tennyson Street South, followed by Tennyson Street North.

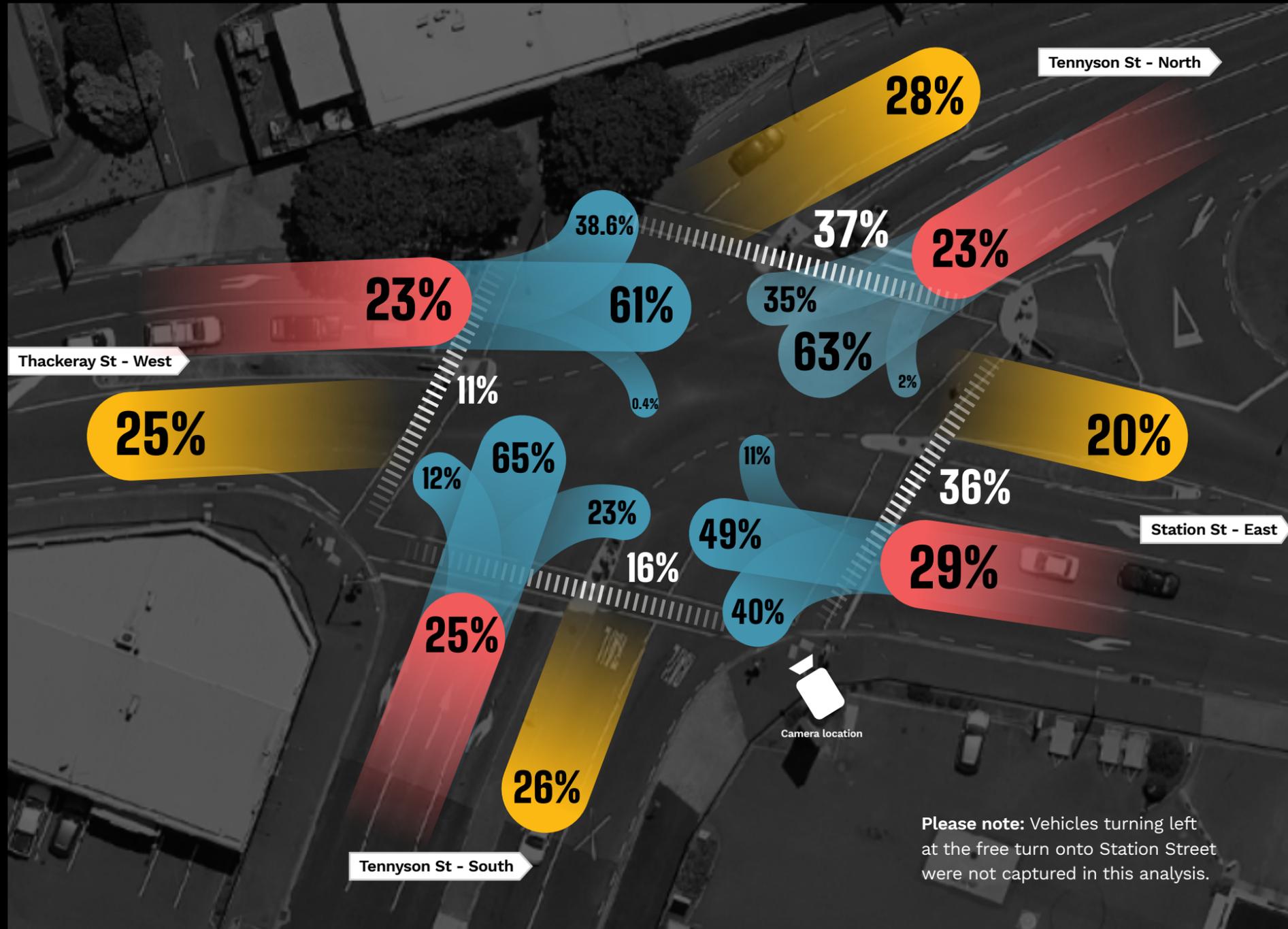
KEY:

- Arriving to
- Leaving from
- Behaviour/destination once at intersection

FOLKL: PROPRIETARY AND CONFIDENTIAL

Source: FOLKL Research, total vehicle count: 20,380, total pedestrian count: 753, filmed over a weekend day (12 hours) and week day (12 hours).

Thackeray & Tennyson Streets.



The majority of vehicles arriving at the intersection from Thackeray or Station Streets continue travelling straight.

Despite a no right turn from Thackeray Street onto Tennyson, there were 24 instances recorded.

The majority of vehicles arriving at the intersection from Tennyson Street continue travelling straight on Tennyson Street.



Pedestrians are most likely to cross Tennyson Street North, followed by Station Street.

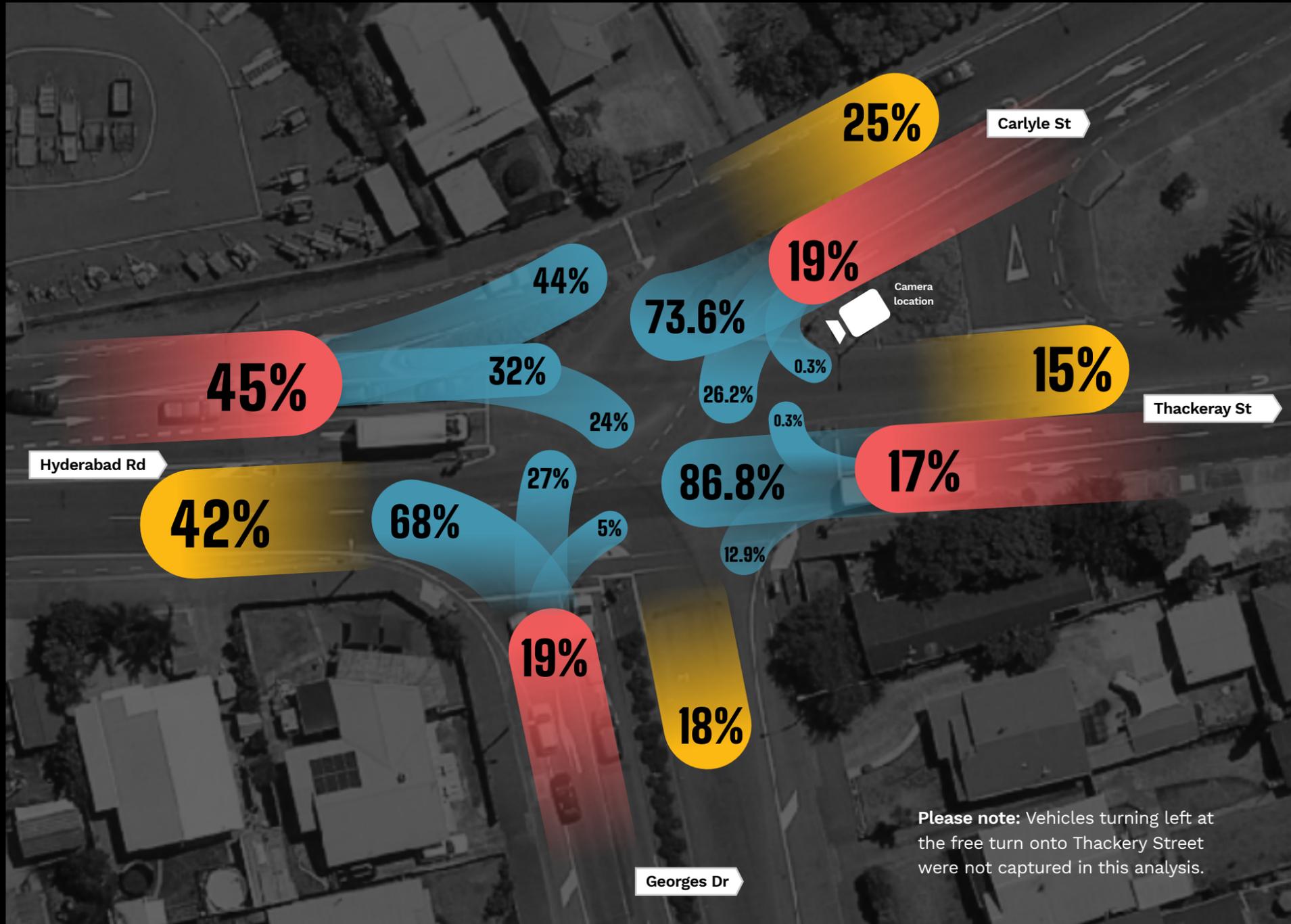
KEY:

- Arriving to
- Leaving from
- Behaviour/destination once at intersection

FOLKL: PROPRIETARY AND CONFIDENTIAL

Source: FOLKL Research, total vehicle count: 27,839, total pedestrian count: 492, filmed over a weekend day (12 hours) and week day (12 hours),

Carlyle Street & Hyderabad Road.



Hyderabad Road is responsible for most of the traffic arriving (45%) and departing (42%) this intersection.

The vast majority (87%) of vehicles arriving at the intersection from Thackeray Street continue straight onto Hyderabad Road.

Vehicles travelling east on Hyderabad Road are most likely to turn left onto Carlyle Street.

The majority of vehicles arriving at the intersection from Carlyle Street (74%) or Georges Drive (68%) turn onto Hyderabad Road.

KEY:

- Arriving to
- Leaving from
- Behaviour/destination once at intersection

FOLKL: PROPRIETARY AND CONFIDENTIAL

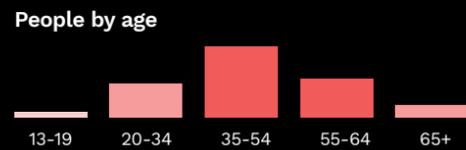
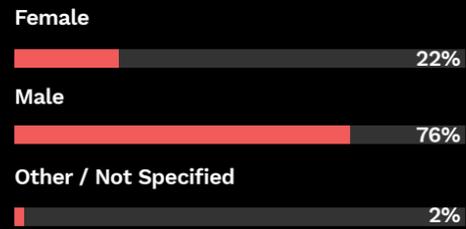
Source: FOLKL Research, total vehicle count: 41,554, filmed over a weekend day (12 hours) and week day (12 hours). No pedestrian data due to lack of crossing points.

Cyclist usage in the Carlyle Street area.

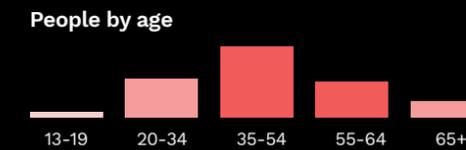
This heat map indicates that Carlyle Street is well-used by cyclists, and that it is more popular in the morning. Usage on Thackeray Street is not as popular, but is more consistent throughout the day.



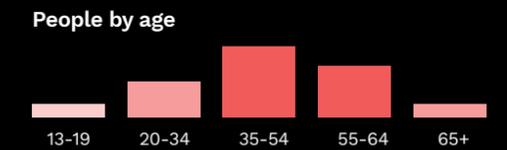
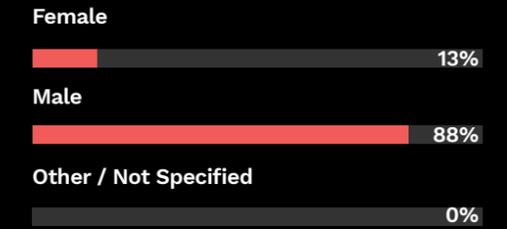
Carlyle Street.



Kennedy Road.



Thackeray Street.



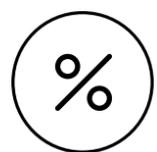
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SAFETY PERCEPTIONS & USER CONCERNS.

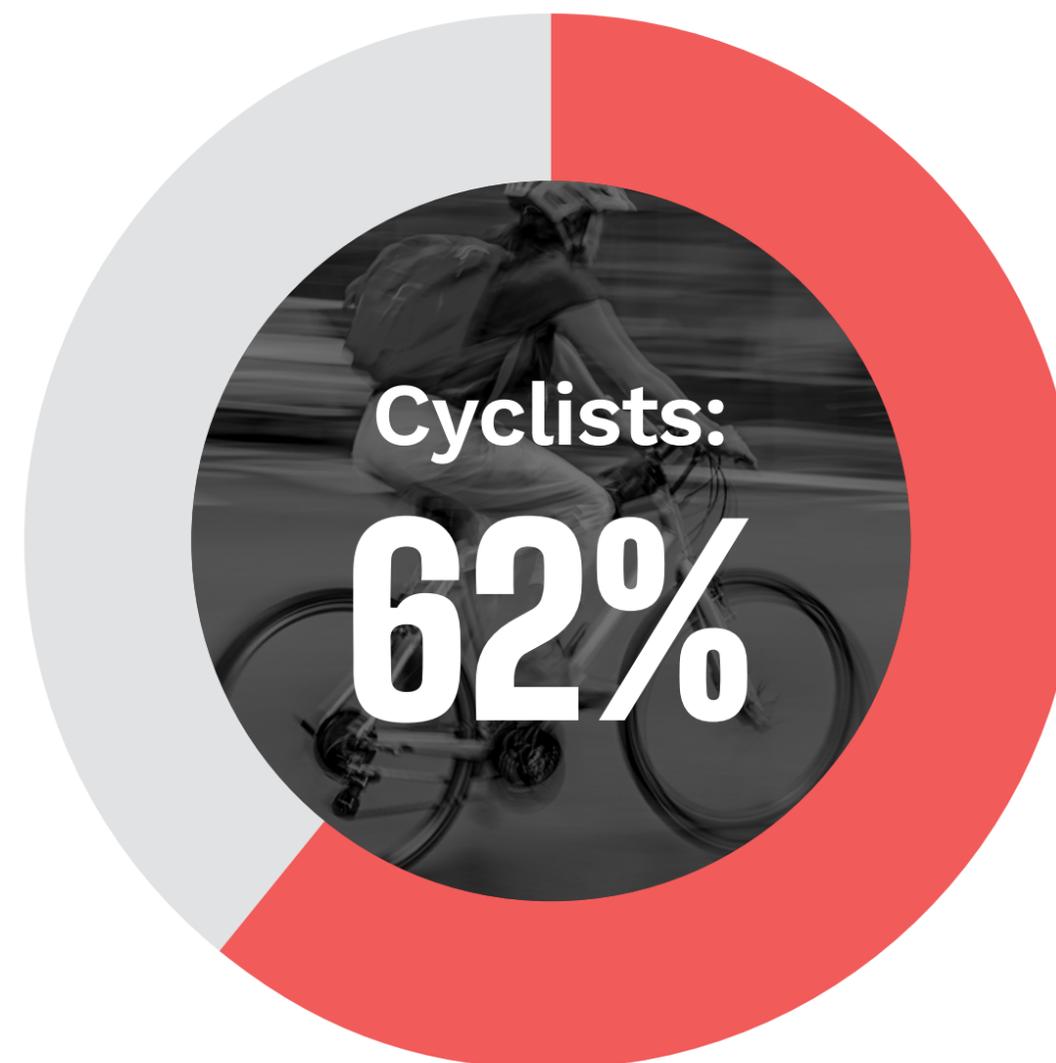
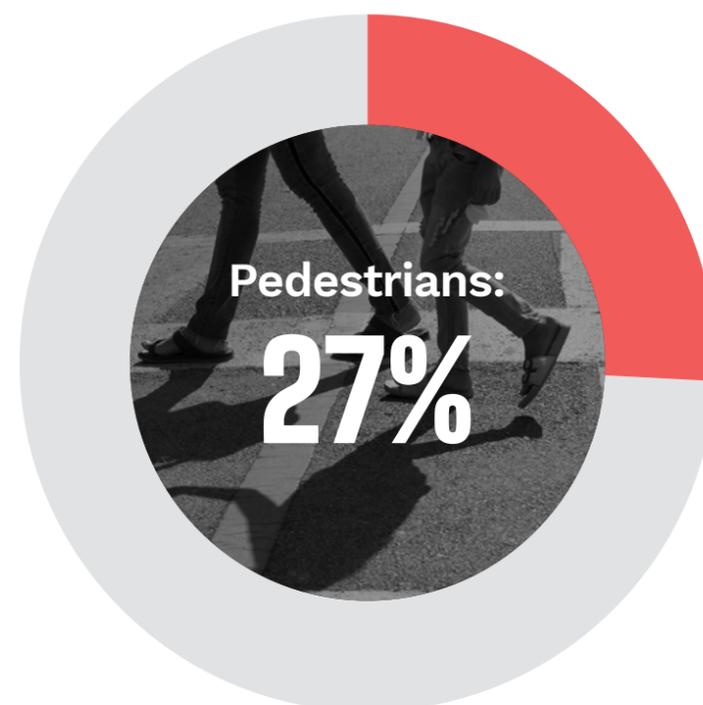
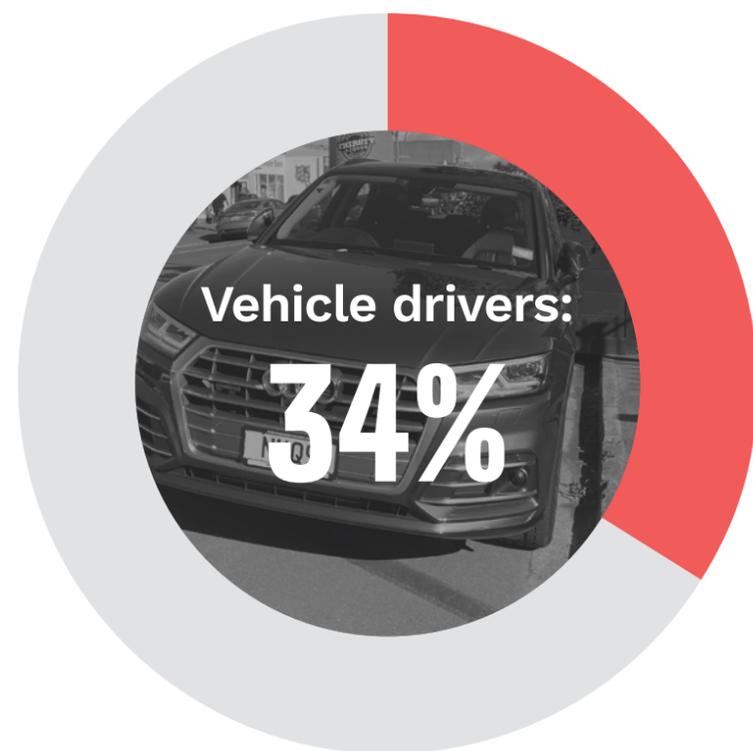
This section covers:

- People's perception of safety in Carlyle Street
- Safety benchmarking
- The key concerns in Carlyle Street

Cyclists are almost twice as likely as vehicle drivers to feel unsafe when using Carlyle Street. Of the three user groups, pedestrians feel the safest when using the area.



The percentage of users who feel 'somewhat unsafe' to 'very unsafe' when using Carlyle Street.



Safety Perceptions.



Busy and unpredictable.

Carlyle Street is viewed as an extremely busy street due to its frequently congested traffic, as well as users having to look out for pedestrians, cyclists and vehicles making unpredictable maneuvers. The many driveways and exit/entrance points, car parks and businesses mean that users often felt they were on 'high alert' as they looked out for hazards. Many people described witnessing accidents and close calls. Users expressed anxiety at having to turn onto the street, noting that cars have to pull out quickly and randomly as there are very few gaps in traffic.



Obstructed vision.

Users found Carlyle Street to be extremely visually cluttered. They found it hard to see - particularly when exiting driveways or parking lots - and could not be confident that other drivers could see them. Parked cars, planter boxes, and the layout of car parks were the most common reasons for this. There were particular concerns about the visibility of pedestrians and cyclists. Several people also noted there to be a lack of signage on Carlyle Street.



Unsafe to walk or bike.

Another strong theme was that Carlyle Street was not safe for pedestrians and cyclists, and specific concerns were raised about children, the elderly and the disabled community, who faced particular risks while crossing roads and driveways. It was frequently noted that cars did not stop at the crossing near Faraday Street and several parents said they did not feel safe allowing their children to use it unsupervised. This crossing was described as being in an awkward position for cars turning off Faraday Street. There was seen to be a lack of crossing points, and crossing the busy road was described as stressful. Both drivers and pedestrians were noted to act carelessly at times.

Safety Perceptions.



Inconsistent speeds.

Users were frequently worried that some vehicles drove too fast for the narrow, busy street, with some believing the speed limit of 50 kilometres per hour was too high, particularly during busy periods. Vehicles exceeding the speed limit were seen as contributing to the danger and noise of the street. Some residents had complaints about cars racing down the road at night.



Accidents and close calls.

Many people described witnessing or being involved in car accidents on Carlyle Street. These were commonly caused by cars suddenly pulling out of a driveway, unexpectedly stopping to turn, failing to indicate, or not being able to see oncoming traffic. For example, workers recounted rushing out to accidents on the road, while others described near misses involving children using the pedestrian crossing and footpath. Users said they acted far more cautiously than they would typically, in order to mitigate the risk of an accident occurring. Many were concerned others did not navigate the road with this same degree of caution.



Social issues.

There was a more minor theme around people feeling intimidated or uncomfortable due to people's behaviour on the street. One business owner said they had experienced burglaries and shoplifting.



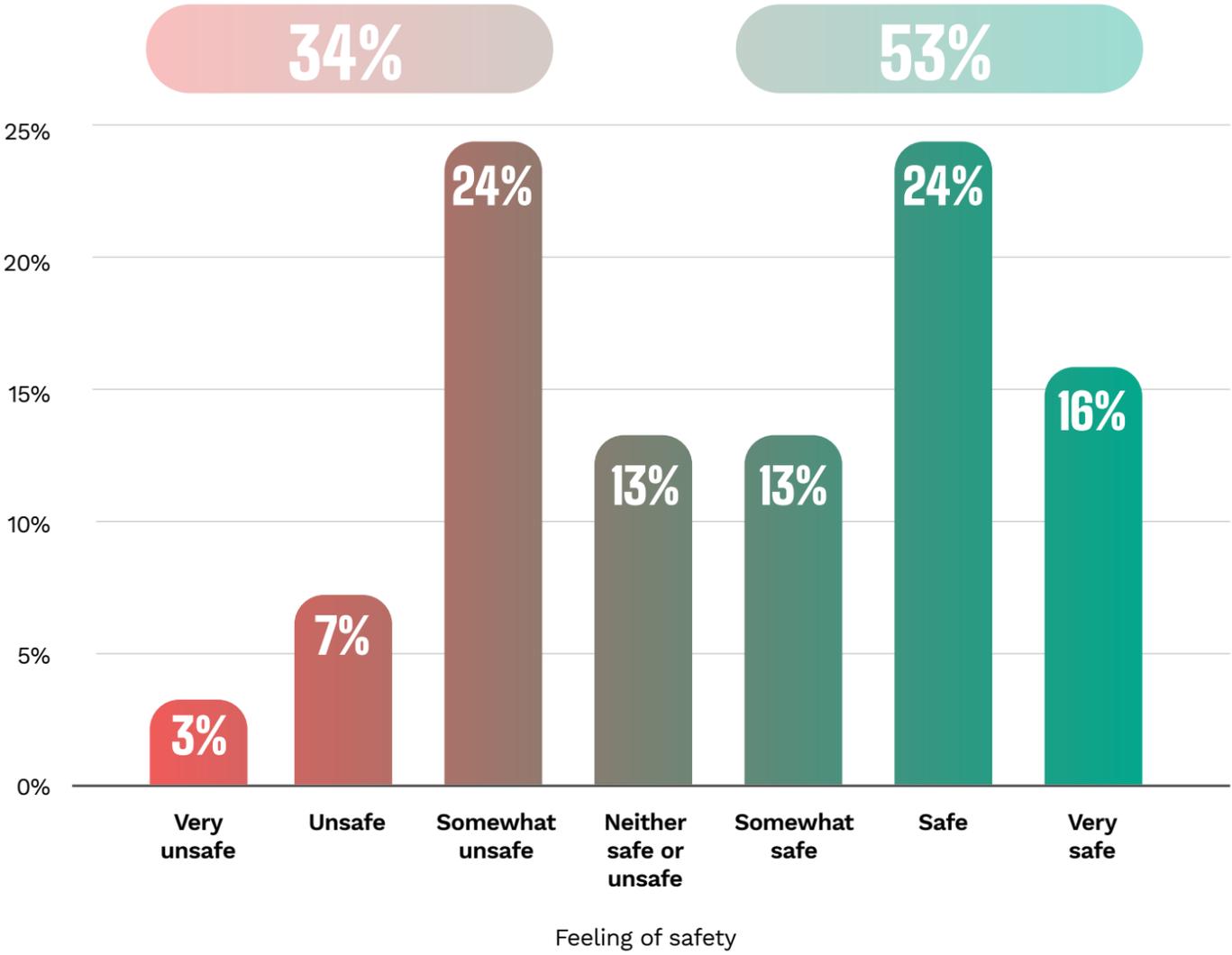
Averse to change.

Another minor theme was concern that changes to the street would make it 'less safe', alongside the perception that the available crash statistics were not high enough to warrant concern. Others found the road busy, but viewed this as inevitable and not necessarily unsafe if people factored this in while driving.

34% of drivers feel a level of unsafety when driving on Carlyle Street.



How unsafe or safe do you feel while driving on Carlyle Street?



Of those who felt unsafe, **36%** actively avoided Carlyle Street.

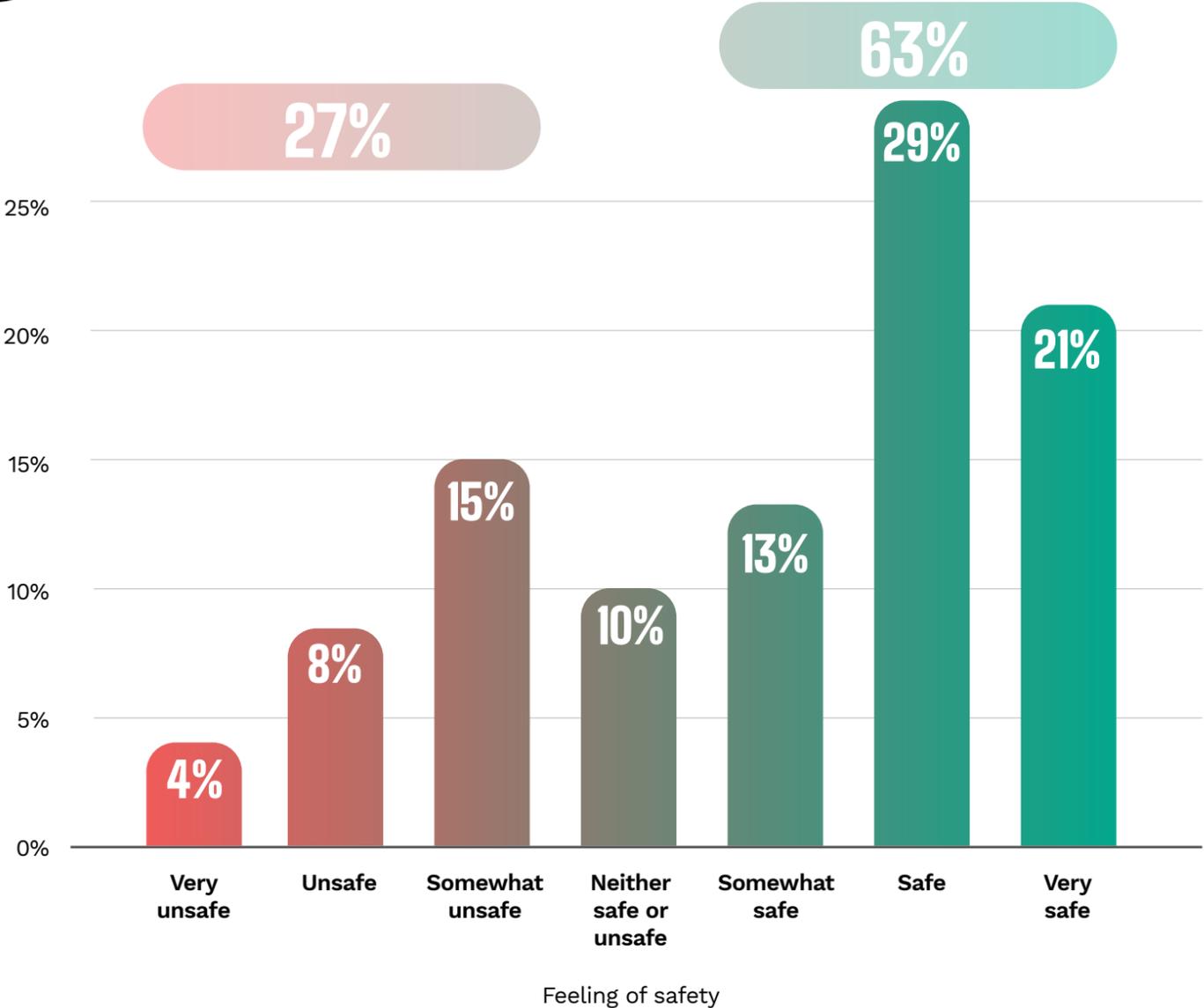
The main reasons given for feeling unsafe while driving were the amount of traffic, the chaotic and narrow feel of the street, the speed of other vehicles, and low visibility.

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Pedestrians feel the safest in the area in comparison to other modes of transport.



How unsafe or safe do you feel while walking on Carlyle Street?



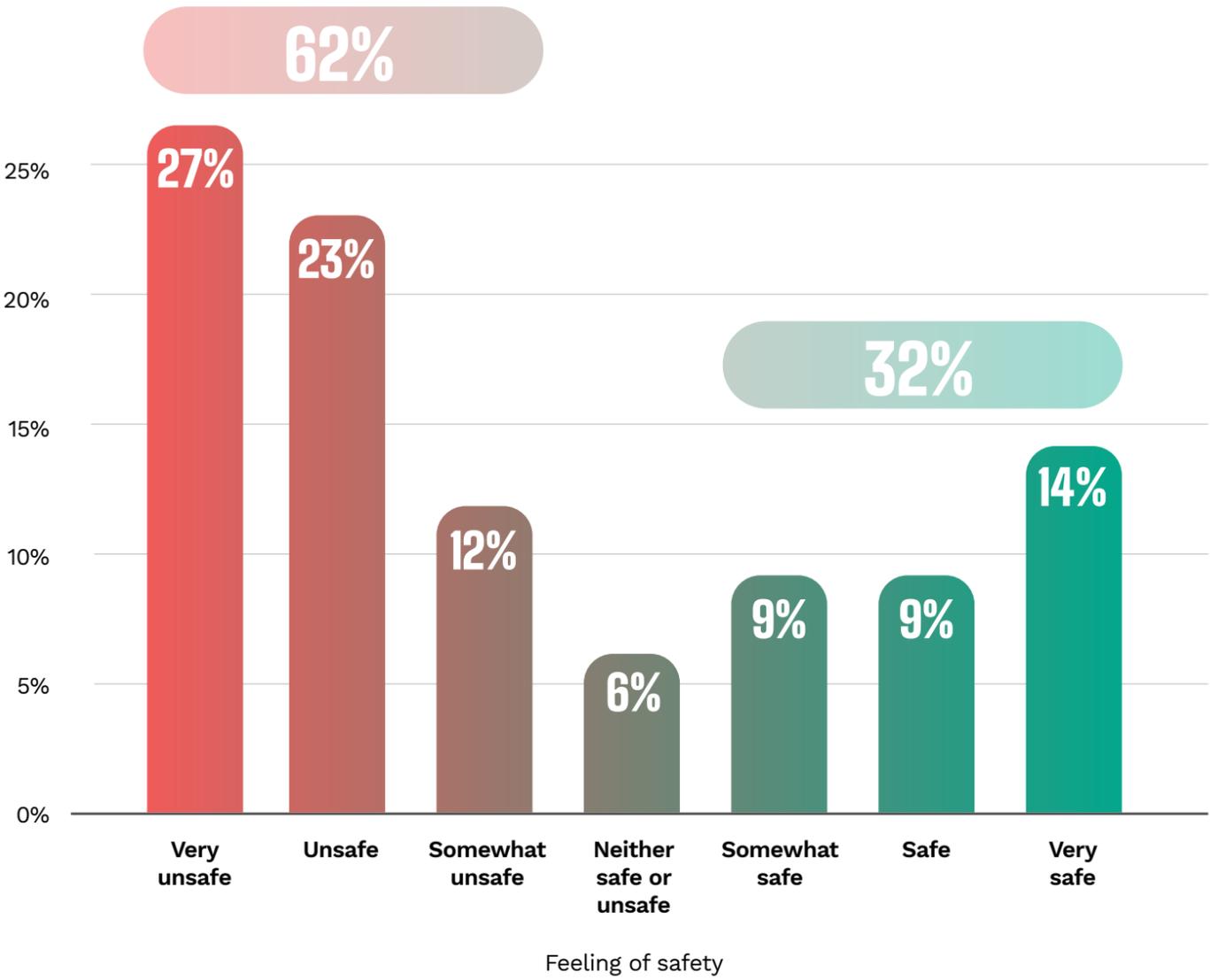
Issues described by pedestrians included:

- Lack of crossing points
- People failing to stop at the crossing by Faraday Street. People described witnessing pedestrians being hit, or nearly hit, at crossing
- Particular concern was raised around older people using Carlyle Street, students travelling to school and those accessing the Medical Centre
- The street was seen as particularly dangerous for people with impaired vision and who use mobility aids

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Cyclists feel the least safe when using Carlyle Street with 62% feeling a level of unsafety.

? How unsafe or safe do you feel while cycling on Carlyle Street?



Cyclist safety/bike lane perceived as extremely dangerous for cyclists:

This was due to:

- Traffic, cars pulling out, parked cars, visibility, clutter
- It was avoided by even the most experienced cyclists
- People described experiencing close calls that led to avoidance
- There were mixed feelings about whether a cycle lane would make the road too narrow

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“As a driver I feel fairly comfortable driving on this road but acknowledge that I need to be vigilant for pedestrians and cyclists. Whereas as a pedestrian I don’t feel safe especially with young children.”

“I avoid the street due to congestion. Hard to pull out of a shop or car park onto the street. Vision is usually blocked from off street parking.”

“I can’t avoid it as it is my main access point to everywhere. I live at the bottom of Havelock road near Lucknow Terrace so with a young baby at home/in the car, I am honestly really scared to walk and drive down this road.”

“You are on full alert while driving and when walking and trying to cross the road it is almost impossible to safely cross.”

“Lots of hazards. Lots of driveways where you can’t see traffic coming to be able to safely pull out onto road. Often have to edge way right out into the lane into road to be able to see.”

“There is no specified lane for cyclists. I often bike through Carlyle St and it often feels I’m dicing with death!”

“It is a busy street but manageable. If you don’t like how busy it is there are other routes to take.”

“There are no safe cycle routes into the CBD. The Kennedy Rd cycle lanes end just where they are needed, at the Thackeray St intersection.”

“I live on this street, it is so very busy. We have to listen to it been used like a race track... Please make this safer and quieter.”

“Hard to get a park along the length of the street; hard to cross safely from Faraday St or other side streets; hard to safely get out of businesses with parks. Both due to visibility and speed.”

“There just seems like a lot happening. Having a cycle way that goes somewhere from Marewa into the CBD would be great.”

“My family members including small children had their car struck by a van exiting a driveway. I’ve used Carlyle St daily for many years and it feels unsafe with the amount of traffic. You can’t park without great difficulty - definitely not safely.”

“Incredibly poor observance of the pedestrian crossing at the intersection between Carlyle and Faraday. Cars don’t stop, so you’re forced to wait.”

User Concerns.



Parking issues.

It was widely agreed that it was difficult to find a park on Carlyle Street, especially during busy periods. This feedback came through from customers as well as business owners and workers, who sometimes had to negotiate with nearby businesses to share parking lots, or park further from their workplace. Entering and exiting car parks was also difficult due to their layout and obstructed vision.



Road layout.

There was a strong theme around the difficulties experienced when attempting to safely access Carlyle Street during busy times, particularly from Faraday Street. The combination of the road being narrow, busy, and having a large number of driveways were seen to create a stressful experience. Many people noted there were large dips between driveways and the road, meaning cars had to drive slowly onto the road in order to avoid damaging their cars. It was suggested that cars are stopped from parking next to driveways to improve vision.



Concern about changes.

Around a quarter of survey respondents were concerned about the road potentially being changed, having heard (often incorrectly) that certain measures (such as speed bumps or a one-way system) were being considered. A small number of respondents were interested in understanding how the plan for Carlyle Street fitted within wider transport and traffic management strategy for Napier.

CHANGES.

This section covers:

→ The most prevalent suggested changes for the area.



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This map is a visual summary of key themes identified through our participatory action research.

Suggested Changes.



Remove planter boxes.

The most commonly suggested change was the removal of the planter boxes. They were seen to obstruct vision, take up valuable parking space, block driveways, and add to the visual clutter of the street. Some suggested the trees be placed in the ground as the street lacks shade, while the majority of people thought they needed to be removed completely.



Improved pedestrian crossings.

It was widely recognised that Carlyle Street is not pedestrian friendly, and that there are few safe places to cross the busy road. Many people suggested adding a pedestrian crossing for people accessing the supermarket and hospitality businesses. It was frequently noted that cars drive through the pedestrian crossing on the corner of Carlyle and Faraday St without stopping for pedestrians, and measures to increase visibility, such as lights, were suggested.



Manage congestion and traffic flow.

Participants suggested a variety of ways to reduce congestion and improve traffic flow, including the addition of roundabouts at Faraday Street and Chaucer Road South intersections. A small number of people suggested making the road one way. Other suggestions included encouraging people to use Thackery Street to get into the CBD, adding turning bays to stop traffic backing up, and limiting right turns onto Carlyle from Milton Road and Faraday Street.



Improve car parking.

There was frustration around the low compliance with parking rules in the area, and a lack of suitable parking. Many people, particularly those working in the area, had long-term issues with car dealerships using valuable on-street parking space for stock management, which impacted their customers ability to park nearby. It was also suggested that parking spaces immediately next to driveways be removed in order to improve visibility. A small amount of people suggested limiting parking to one side of the road to widen the road and reduce clutter.

Suggested Changes.



Speed reduction

Many people noted that drivers speed down Carlyle, even when it was busy, and business owners described hearing ‘squealing brakes’ and frequent collisions, which were often attributed to inappropriate speeds. Some suggested that the speed limit be lowered to 40 km/h, and ensure that this is monitored where possible. There were mixed views as to whether speed bumps were appropriate, with some seeing this as the only way some people would stop speeding, and others viewing them as an annoyance.



Cycle lane

Concern for cyclist safety was a priority, particularly among cyclists themselves (and some concerned drivers) who believed there needed to be a dedicated and/or protected cycle lane that was part of a longer route into the CBD. Some believed it would be better to encourage cyclists to use less chaotic streets as Carlyle was viewed as being too risky.

There was also interest in any changes to Carlyle Street complementing a wider cycling plan, to ensure cycle lanes aren’t left in isolation. For example, if Carlyle Street were to have a cycle lane, it would need to continue onto Hyderabad Road and Georges Drive. An example of this fractured approach is riding into the city along Kennedy Road, where the cycle lane finishes.



Road and footpath maintenance

Many people were dissatisfied with the surface quality of the road and footpath. Those who use mobility aids and wheelchairs found the footpaths particularly difficult to navigate.

“Keep up the great work NCC. It’s a beautiful city, albeit small. So maximise the space with more people centric solutions, rather than car centric solutions.”

“Some of the kerbs need to be lowered to make entry and exit safer.”

“Encourage the use of Thackeray St as main road into town. More pedestrian crossings. Remove car parking on one side of street.”

“Get rid of the planter boxes and have the carparks not so close to the end of driveways. As seeing car crashes outside my job is very scary.”

“One of the biggest problems I experience is entering the street after utilising a business’s carpark. Often the view of oncoming traffic is obstructed by parked vehicles.”

“Widening, focus on intersections. I’m sure a speed drop couldn’t hurt.”

“Limit and police use of car parking on street by car sales businesses.”

“The pedestrian crossing by the dairy intersection needs to be remedied ASAP, this is a route taken by many Intermediate aged children. This was one of the reasons we sent our child to a different school.”

“Smoother/more even footpath and curbs. I currently cannot get to the likes of Subway as the footpath is too narrow and uneven to navigate with my wheelchair.”

“Perhaps reconsider the speed limit and introduce speed cameras. Limit period of time allowed to park (30-60 minutes max). The street is not particularly attractive, could benefit from a bit of a spruce up – lights, gardens, paving.”

“We need to be encouraging more active modes of transport and keeping private vehicles out of the city centre. This will encourage more people to walk, cycle, scooter and skateboard.”

OPPORTUNITIES FOR CARLYLE STREET.

This section covers:

- Action-orientated opportunities for Napier City Council to consider as a result of conducting this research

Opportunities for Napier City Council.



Focus on building trust and start by addressing the small changes

Frustration was expressed during the intercept interviews, that the Council is reluctant to take action, and questions arose as to whether or not the feedback provided would actually end up with the right people at Council and be 'heard'. Acting swiftly on some of the more simple public suggestions, such as the removal of the planter boxes, would serve as an acknowledgement to the public engagement and address key safety concerns.



Encourage compliance with parking rules

Participants, particularly business owners and workers on Carlyle Street, noted there were ongoing issues with parking compliance, which constantly affected the availability of on-street parking. It was seen as unfair that car yards were allowed to use public parking for stock management, when these businesses occupied such large spaces. Measures to address this would be well-received by those working and utilising businesses in the area, and would help to free up parking, which was highly sought-after.



Communicate the process and continue to engage the public going forward

There is a high level of public interest and engagement with this project. Taking people 'on the journey' with Council by communicating the process and upcoming stages will likely be received positively. This could begin with the creation of a 'feedback mechanism' for this public engagement project e.g. a short-form video overviewing the major themes, potential changes, and why these are being proposed.

SUMMARY.



Summary.

The interest that the community has in Carlyle Street was made evident through the high response rate to the survey and the willingness of interview participants to share their views. The responses showed that many participants had an interest in the cities wider transport strategy and the momentum from this engagement should be built on as the work progresses. Continuing with the deeper level of engagement techniques applied in this project across other related projects and communicating the wider vision throughout will continue to build engagement and trust with the community.

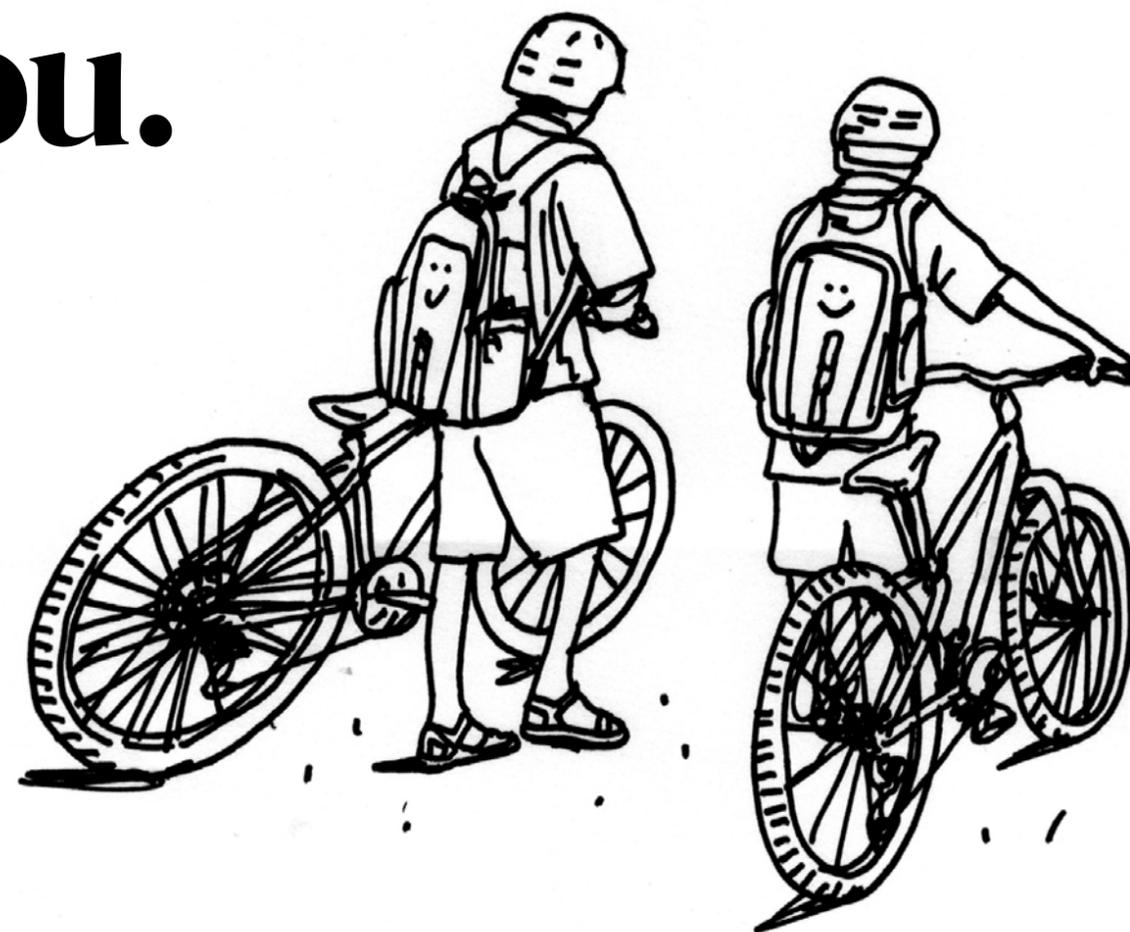


There is clear opportunity to start making improvements quickly in the area by addressing the desired changes. The high level of engagement indicates that people will want to feed back on concepts and be kept up-to-date with next steps. Communication will play a key role in continuing to foster the relationships between Council and the users to ensure people understand what changes are being made and why.

FOLKL have enjoyed working on this project and would like to thank all the participants in the research.



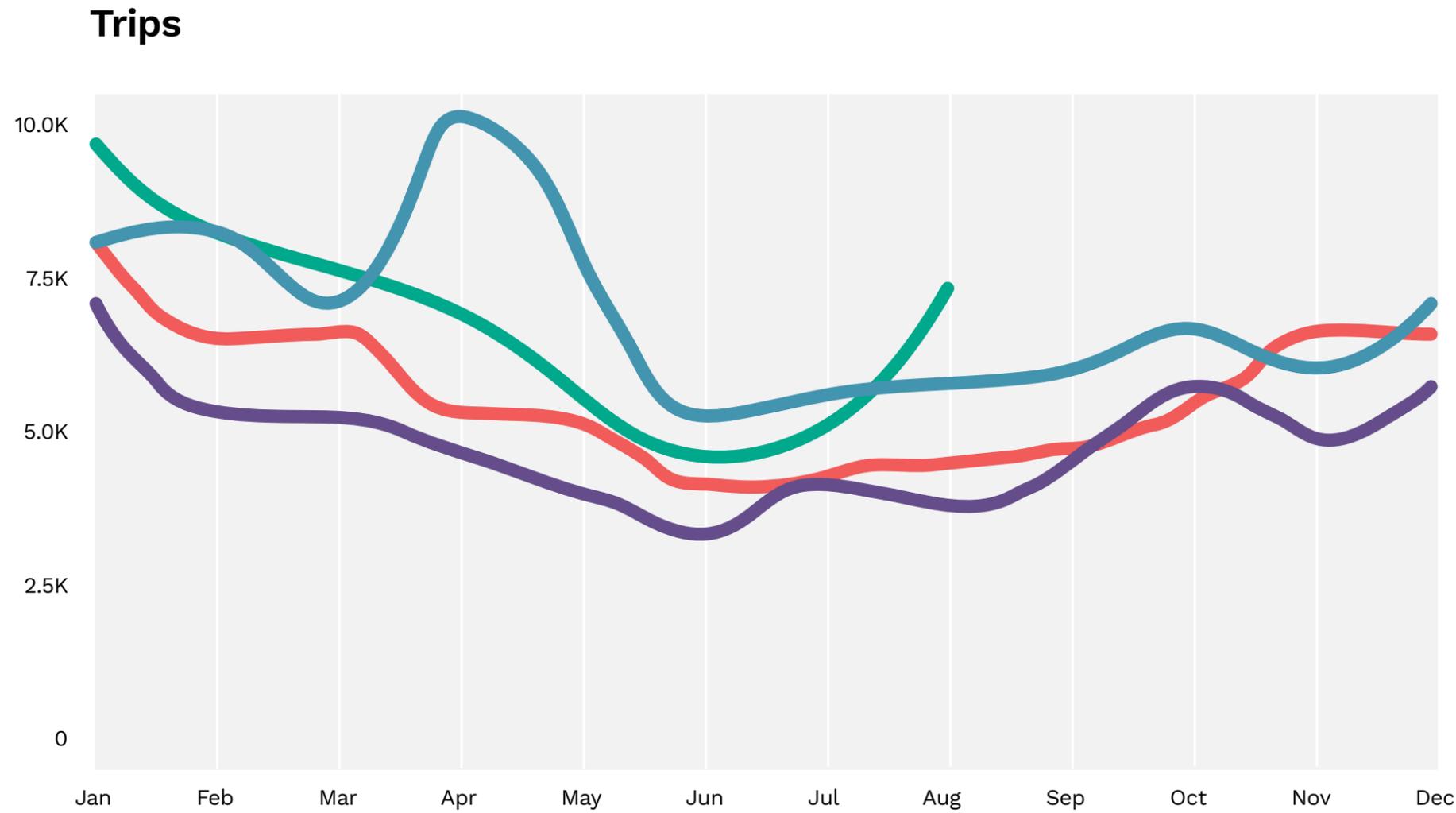
Ngā mihi | Thank you.



APPENDIX.



Cycling in Hawke's Bay.



- 2021 Total*
57,711
- 2020 Total
78,952
- 2019 Total
64,061
- 2018 Total
55,295

*to August 2021

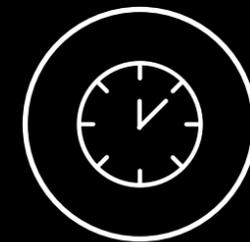


Cycling numbers and trips in Hawke's Bay are increasing.

FOLKL: PROPRIETARY AND CONFIDENTIAL

Carlyle & Tennyson Streets. Distribution.

Weekend.

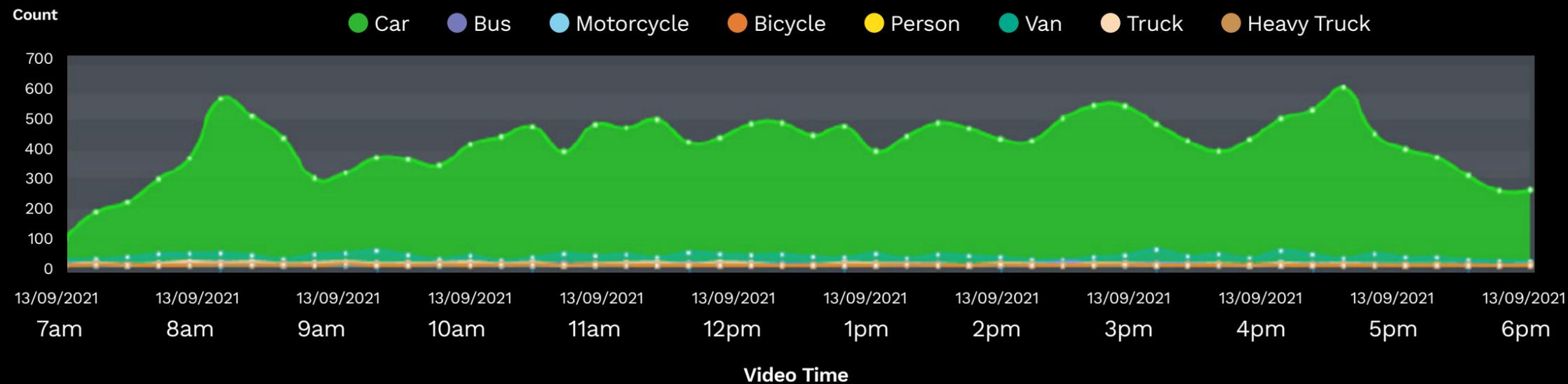


Busiest time
at intersection:

Weekend:
12:30 pm

Weekday:
5:15pm

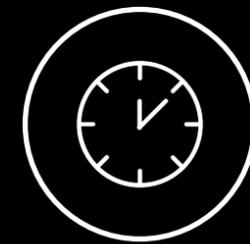
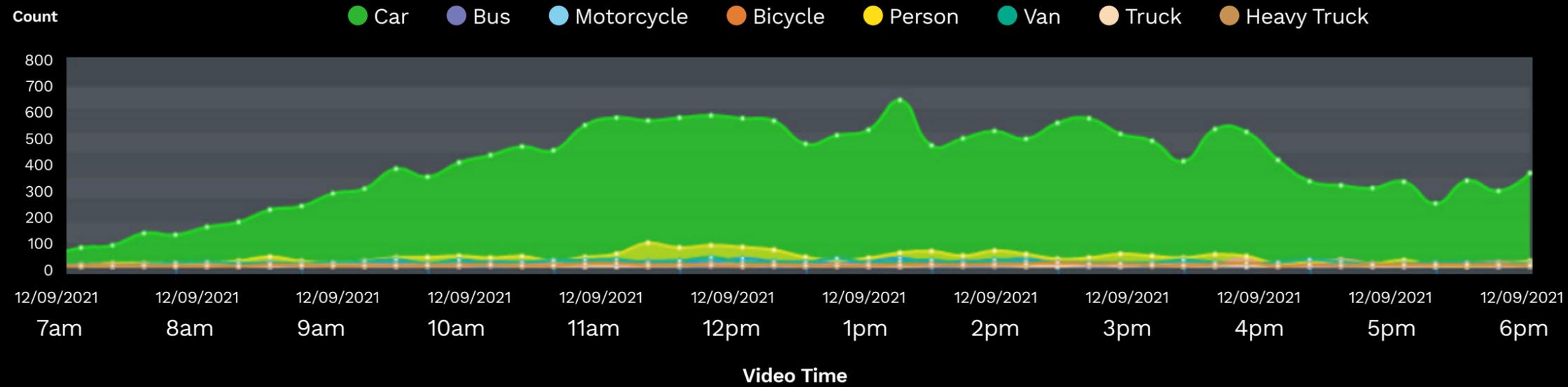
Weekday.



FOLKL: PROPRIETARY AND CONFIDENTIAL

Thackeray & Tennyson Streets. Distribution.

Weekend.

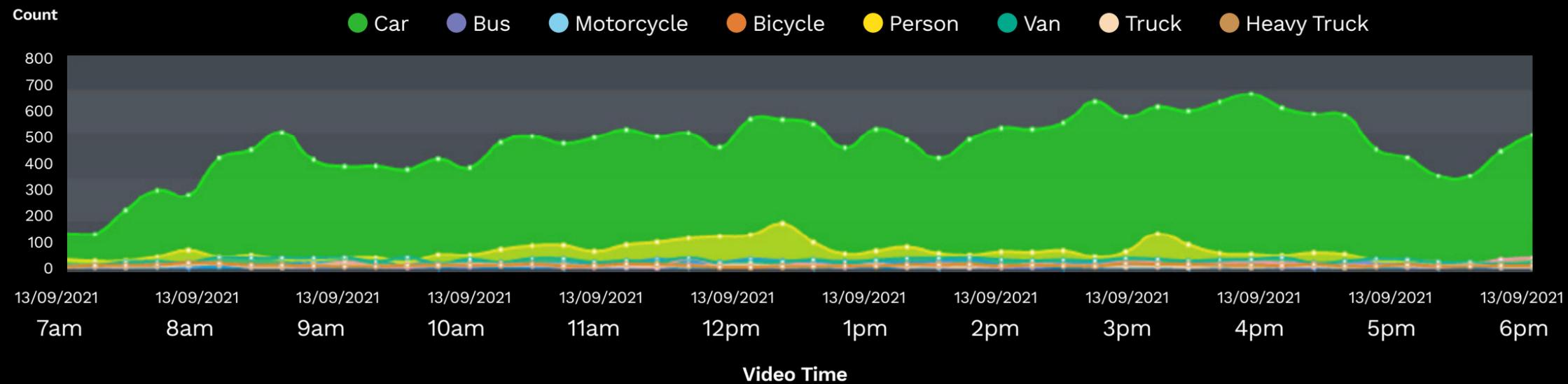


Busiest time at intersection:

Weekend:
12:30 pm

Weekday:
1:45pm

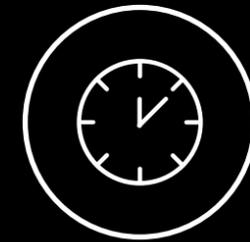
Weekday.



FOLKL: PROPRIETARY AND CONFIDENTIAL

Carlyle Street & Hyderabad Road. Distribution.

Weekend.

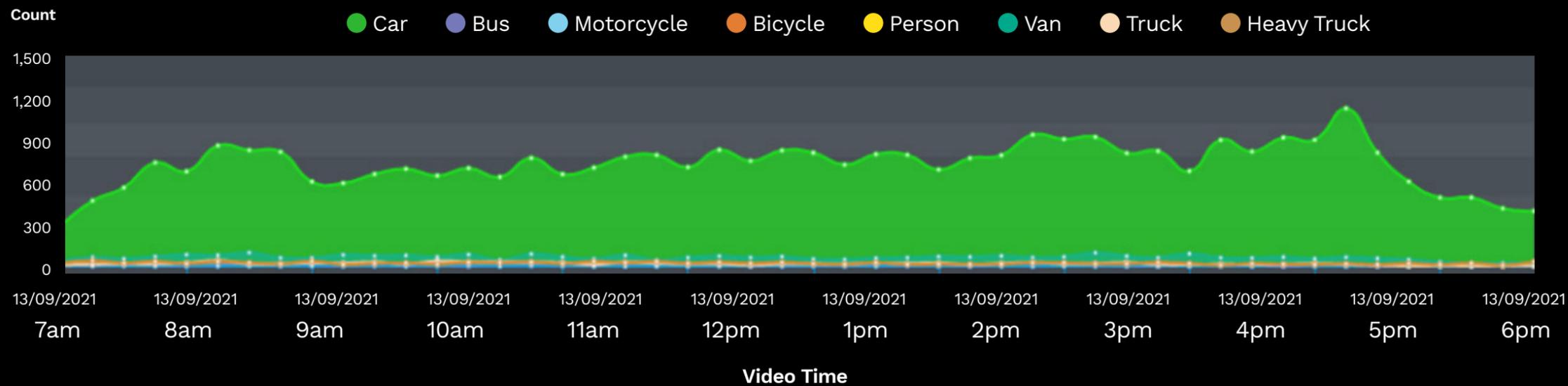


Busiest time at intersection:

Weekend:
12:45 pm

Weekday:
5:15pm

Weekday.



FOLKL: PROPRIETARY AND CONFIDENTIAL



F O L K L